

\$74,200, and for the State, \$62,100. The median gross monthly rent for renter-occupied housing units was \$540 for Waukesha County in 1990, also significantly higher than that for the Region, \$440, and for the State, \$400.

About 1,900 households, or about 2 percent of all households in the County, resided in substandard or overcrowded housing in 1990. Such households are considered to have a physical housing need, according to the housing standards adopted by the Waukesha County Development Plan Advisory Committee. About 20,400 households, or about 19 percent of all households in Waukesha County, paid more than 30 percent of their adjusted gross income for housing in 1990 and were considered to be in economic need, based upon the housing standards adopted by the Advisory Committee. About 13,500 of the households in economic need had a 1990 household income of less than \$27,500 and were considered to be in greatest housing need or most likely unable to secure adequate housing in the County at a cost commensurate with their incomes. It was also estimated that in 1990 there were about 6,500 households residing outside of the County, which included workers who commuted to work-places in Waukesha County and would choose to live in the County if they could do so at a cost commensurate with their incomes.

The estimated costs to construct new minimum-size housing in Waukesha County in 1994 ranged from about \$105,400 for a 3-bedroom single-family housing unit situated on a 7,200 square foot lot to about \$35,200 for a one-bedroom housing unit in a multi-family structure developed at an overall density of about 14 units per acre. Significant cost savings can be achieved by providing new housing in the form of two-family and multi-family structures. For example, in 1994 the estimated cost to provide a minimum-size two-bedroom single-family home, \$85,400, was about \$25,000, or 42 percent, more than the cost of a minimum size two-bedroom unit in a two-family structure, \$60,300, and about \$36,000, or 74 percent, more than the cost of a minimum-size two-bedroom unit in a multi-family structure, \$49,100.

Housing structure types, housing unit sizes, and lot sizes are all regulated by community zoning regulations. The existing zoning ordinances in the County as applied to undeveloped land were analyzed to identify the extent to which they would accommodate minimum-size housing and minimum-size lots with various residential structure types. The analysis identified about 39 square miles of vacant residentially zoned land located within planned sanitary sewer service areas, excluding any such lands located within environmental corridors. About one square mile, or less than 3 percent of this area, was

zoned to accommodate minimum-size housing units on minimum-size single and two-family residential lots or minimum-size housing units in multi-family structures at densities greater than or equal to 14 units per net residential acre.

A number of local, County, State, and Federal programs have been put in place to lessen physical and economic housing problems in the County; a summary of these programs is provided in Table 107 in Chapter VII of this report. It was estimated that about 4,000 households in the County received assistance ranging from homebuyer counseling to substantial rent subsidy under these programs in 1994. The level of government activity in housing within the County does not appear to be sufficient to meet existing and probable future housing needs in the County, particularly among households having lower incomes.

#### COUNTY DEVELOPMENT PLAN OBJECTIVES, PRINCIPLES, AND STANDARDS

Planning is a rational process for formulating and achieving objectives. Consequently, the formulation of objectives is an essential task that must be undertaken before plans can be prepared. As a basis for the preparation of the County development plan, the Waukesha County Development Plan Advisory Committee recommended a set of land use, housing, transportation and park and open space objectives, supporting principles, and related standards. The objectives and standards were derived from objectives and standards contained in adopted regional plans which were considered by the Advisory Committee to be applicable to, and supportable by, Waukesha County and the local units of government in the County.

The land use objectives are concerned with the allocation of land to the various land use categories, the spatial distribution of the various land uses, the protection of the natural resource base, and the preservation of environmentally sensitive lands and prime agricultural lands in the County. The housing objectives are concerned with the provision of decent, safe, and sanitary housing, the provision of a full range of housing types and sizes, and the provision of adequate locational choice in housing. The transportation objectives are concerned with the provision of a flexible multi-modal transportation system, the alleviation of traffic congestion, the reduction of travel time and accident exposure, and the minimization of costs and disruption of communities and the natural environment. The park and open space objectives are concerned with the quantity and spatial distribution of parks and other outdoor recreation sites and facilities required to meet

the needs of County residents and with the protection of open space lands for resource preservation and outdoor recreation purposes.

Among the various planning standards, the standard deliberated upon at greatest length by the Advisory Committee was the land use planning standard pertaining to the identification and delineation of 'prime' agricultural lands. Under the currently adopted regional land use plan and the Waukesha County agricultural land preservation plan, prime agricultural areas were defined as areas consisting of farm units which meet the following criteria: 1) the farm units must be at least 35 acres in size, 2) at least 50 percent of the farm units must be covered by soils meeting U. S. Natural Resources Conservation Service criteria for National prime farmland or farmland of Statewide importance, and 3) the farm units must be located in a contiguous block of similar farmland at least 100 acres in size.

After careful consideration, taking into account changes in farming practices and the types of farms in the County, as well as the extent of urban development in the County since the 1970s, the Advisory Committee recommended changes to the criteria on soil productivity and block size to be used in identifying prime agricultural areas. Specifically, the Committee recommended that prime agricultural areas be identified as consisting of farm units which are at least 35 acres in size; at least 50 percent of which are covered by National prime farmland; and which are located in a contiguous block of similar farmland of at least five square miles in size. The removal of soils of Statewide importance from consideration in identifying prime agricultural areas, together with the increase in the farming block size criterion from 100 acres to five square miles, had the effect of substantially reducing the amount of land identified as prime agricultural land under the County development plan as compared to the amount under the regional land use plan and the County agricultural land preservation plan. .

## RECOMMENDED COUNTY DEVELOPMENT PLAN

The development plan for Waukesha County presented in this report consists of four elements, each pertaining to a key aspect of the physical development of the County: land use, housing, transportation, and parks and open space. The land use element is the most basic of the four plan elements, inasmuch as it establishes the basic settlement pattern, expressed in terms of land use, population, household, and employment levels, recommended for the County. The other three plan elements were, in turn, developed within the framework of the recommended land use plan. The land use,

housing, transportation, and park and open space plan elements comprise the core of a development plan for the County. This core may be supplemented over time through the preparation of additional plan elements for other functional areas, in response to changing needs within the County.

## LAND USE PLAN

A preliminary land use plan was completed for public review and comment late in 1995. That plan was prepared so as to be consistent with the County development objectives and standards recommended by the Advisory Committee, incorporating to the extent practicable the provisions of all adopted city, village, and town land use plans. Where local land use plan recommendations were found to be inconsistent with the County development objectives, the County land use plan was designed to meet, to the extent practicable, those objectives. In areas where no adopted local land use plan existed, a recommended land use pattern was developed in accordance with the County development objectives. Within the extraterritorial planning areas of cities and villages, where conflicts were found to exist between adopted city or village plans and adopted town plans, the County land use plan was designed to accommodate whichever local plan was found to be most consistent with the County development objectives. Where both an extraterritorial plan and a town plan were found to be inconsistent with the County development objectives, neither plan was incorporated into the County land use plan; a land use plan for the affected area was developed in accordance with the County development objectives.

During the four-month period from mid-November 1995 through mid-March 1996, the preliminary plan was presented for public review and comment in a series of seven intergovernmental meetings held throughout the County and 20 additional meetings with local officials and interested citizens. Utilizing information provided at these meetings, including information pertaining to recent urban development and recent local approvals of subdivision plats and certified survey maps not reflected on the preliminary plan, a final recommended plan was prepared. Similar to the preliminary plan, the final recommended plan was prepared to meet the Advisory Committee-approved County development objectives.

It should be noted that the planning process recommended by the Advisory Committee represents a departure from conventional land use planning practices, under which the amount of land allocated to various land use categories is determined largely by forecast increases in population, household, and employment levels over a